

## Message Text

CONFIDENTIAL

PAGE 01 HELSIN 01476 141257Z  
ACTION EUR-12

INFO OCT-01 ISO-00 PM-04 MC-02 ACDA-07 OMB-01 TRSE-00  
IGA-02 AID-05 EB-07 L-03 CIAE-00 INR-07 NSAE-00  
/051 W

-----050954 141330Z /43

R 141140Z JUL 77  
FM AMEMBASSY HELSINKI  
TO SECSTATE WASHDC 1636  
INFO DOD WASHDC

C O N F I D E N T I A L HELSINKI 1476

E.O. 11652: GDS  
TAGS: MASS, FI  
SUBJECT: ASSESSMENT OF US SECURITY PROGRAM IN FINLAND FOR FY 1979

REF: (A) STATE 133136, (B) STATE 142711, (C) 76 HELSINKI 760

1. US SECURITY ASSISTANCE TO FINLAND CONSISTS ONLY OF IMET, WHICH IN FY 77 PROVIDES TRAINING TO SIX OFFICERS OF FINNISH DEFENSE FORCES (FDF), THREE ON AN ARMY ORIENTATION TOUR, ONE IN PROFESSIONAL STAFF COURSE AND TWO TO TECHNICAL COURSES. IN ASSESSING THIS PROGRAM AS REQUESTED REF A, IT SHOULD BE NOTED THAT LIMITATION ON NATURE AND SCOPE OF SECURITY ASSISTANCE TO FINLAND IS IMPOSED MAINLY BY GOF'S POLICY OF NEUTRALITY BY WHICH FINLAND SEEKS TO RETAIN ITS INDEPENDENCE FROM SOVIET UNION WHILE PROTECTING ITS FREE, DEMOCRATIC SOCIETY. FOR REASONS OUTLINED BELOW, EVEN THIS MODEST TRAINING PROGRAM IS A VALUABLE RESOURCE IN PROMOTING THE PRIMARY US INTEREST IN FINLAND, WHICH AS SPELLED OUT IN LATEST POLICY GUIDELINES (REF B) IS TO MAXIMIZE FINLAND'S NEUTRALITY, AFFIRM ITS INDEPENDENCE FROM USSR AND SUPPORT ITS POSITION AS A WESTERN-ORIENTED, NON-COMMUNIST ECONOMIC AND POLITICAL SOCIETY.

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PAGE 02 HELSIN 01476 141257Z

2. ONE OF OUR IMPORTANT POLICY OBJECTIVES IS MAINTENANCE OF A WESTERN-ORIENTED AND CREDIBLE MILITARY ESTABLISHMENT IN FINLAND. THE IMET PROGRAM CONTRIBUTES TO WESTERN ORIENTATION BY ENCOURAGING ATTITUDES FAVORABLE TO US MILITARY DOCTRINE, EQUIPMENT AND PERSONNEL, BY PROMOTING US MILITARY RAPPORT WITH MEMBERS OF FDF AND BY GIVING GRANTEES BETTER UNDERSTANDING OF US INSTITUTIONS IN

GENERAL. IT ALSO CONTRIBUTES TO CAPABILITY OF DEFENSE ESTABLISHMENT THROUGH THE QUALITY OF PROFESSIONAL TRAINING AIMED AT DEVELOPING EXPERTISE IN MANAGEMENT OF MILITARY RESOURCES.

3. MAINTENANCE OF CREDIBLE MILITARY ESTABLISHMENT IN FINLAND CANNOT OF COURSE BE ASSURED MERELY THROUGH SECURITY ASSISTANCE PROGRAM, AS FORMER DEPENDS ON POLICY DECISIONS TAKEN BY GOF IN RESPONSE TO POLITICAL SITUATION. AS TO IMPLIED THREAT, FINLAND'S GEOPOLITICAL SITUATION PRACTICALLY ASSURES THAT IF HOSTILITIES DEVELOP THEY WILL INVOLVE THE SOVIET UNION, AS HAS BEEN THE CASE THREE TIMES IN THE COUNTRY'S SIXTY YEARS OF INDEPENDENCE. TO SURVIVE ALONGSIDE ITS DOMINANT NEIGHBOR, FINLAND HAS EVOLVED A POLICY LINE WHICH RELIES ON DIPLOMATIC RATHER THAN MILITARY RESOURCES. HOWEVER, DESPITE THE FACT THAT THE MILITARY HAS BEEN ASSIGNED A SUPPORTIVE--ALTHOUGH NOT INSIGNIFICANT--ROLE IN THIS POLICY, THE FDF AS A PEACETIME INSTITUTION IS OF SUBSTANTIAL IMPORTANCE IN MAINTAINING TRADITIONAL WESTERN VALUES. MEMBERS OF THE MILITARY HAVE INFLUENCE ON CIVILIAN POLICY AND ATTITUDES, BOTH IN PRESERVING THESE VALUES WITHIN THE FDF AND MORE DIRECTLY THROUGH THE UNIVERSAL MILITARY TRAINING SYSTEM WHICH AFFECTS VIRTUALLY ALL MALE FINNS, AND TO THIS EXTENT THEY HELP PROMOTE MAINTENANCE OF A CREDIBLE  
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PAGE 03 HELSIN 01476 141257Z

MILITARY ESTABLISHMENT. ALTHOUGH IMET GRANTEES COMPRISE ONLY A SMALL PART OF THE OFFICER CORPS, THEY HAVE ROUTINELY BEEN ASSIGNED TO POSITIONS OF GREATER RESPONSIBILITY THAN THE AVERAGE OFFICER, CONTRIBUTING MEASURABLY TO SUPPORT OF OUR POLICY OBJECTIVES.

4. THERE HAVE BEEN NO CHANGES IN HUMAN RIGHTS SITUATION SINCE 1978 CPD.

5. EMBASSY STRONGLY RECOMMENDS CONTINUATION OF IMET PROGRAM AT CURRENT LEVELS. THE PROGRAM REPRESENTS A SMALL EFFORT WHEN COMPARED TO THE BROADER MILITARY EXCHANGES WARSAW PACT COUNTRIES HAVE WITH FINLAND, BUT IT PROVIDES AN IMPORTANT BALANCE TO THOSE EXCHANGES. HOWEVER, ITS EFFECTIVENESS DEPENDS ON ITS BEING MAINTAINED AT LEAST AT PRESENT LEVEL. ALSO, SINCE AS REPORTED REF C COST SHARING WITH GOF IS NOT FEASIBLE, EMBASSY RECOMMENDS CONTINUATION OF FULL US FUNDING OF PROGRAM.

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## Message Attributes

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**Review Markings:**  
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